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ABSTRACT

The first in a series of four technical reports, this study describes the structure of Oregon's educational system, focusing on the state government's role in education, on the components of public education, and on private educational institutions. The overview of the state government's administrative channels highlights the system of elected officials, appointed bodies, commissions, and agencies responsible for decisions on educational policy and finance. Historical background, statistical descriptions, and stated objectives of each sector of public education are reviewed for elementary and secondary education, education service districts, the state's community colleges, and the system of four-year state colleges and universities. Private education is examined at the elementary and secondary levels according to institutions' affiliations, purposes, organizations, finance, and relationships with other schools, both public and private. Independent colleges and universities are described in terms of their organization, finance, and relationship to state financial assistance. (JW)

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Oregon's Education System:

An Overview

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FORE
Foundation for Oregon Research and Education

Technical Report No. 1

Oregon's Education System:

An Overview

April 1983

FORE

The Foundation for Oregon Research and Education (FORE) is a nonprofit statewide research organization comprised of individuals and corporate citizens concerned about the quality of education and government. Using volunteers from the business and professional community, FORE conducts education and public policy studies in an effort to strengthen the performance of state and local services in Oregon. Projects undertaken by FORE are funded by the private sector.

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OREGON'S EDUCATION SYSTEM: AN OVERVIEW

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OREGON'S EDUCATION SYSTEM: AN OVERVIEW

I. INTRODUCTION

This report is intended to provide a general description of the educational system in Oregon -- a description that will provide the base for a subsequent in-depth analysis of educational finance for selected components of the system. The report is the second segment of a study conducted by the Foundation for Oregon Research and Education (FORE) that examines Oregon's system of financing public education and explores key policy choices to be made in the next decade.

This second report provides an overview of the system to demonstrate how the various pieces fit together. A subsequent report explains how each component of the public education system is financed, and how education relates to the rest of state and local government. Also, a separate report will provide additional analysis and long-range projections of a selected component of public education.

Before describing the system's components, it should be noted to what extent the education structure, in simplest terms, impacts our state. Of the approximate 2.66 million Oregonians, 460,000 are students in public and private elementary and secondary schools, over 100,000 are in community colleges and about 65,000 are in colleges and universities. Of Oregon's 1982 estimated non-agricultural wage and salary employment of 985,200 persons, 92,900 were in education.[1] For the remaining population not in or employed by the education sector, it is necessary to live with (and hire) the product of the system, pay taxes to support the system, and sometimes compete against the system for public funding of other needs. Understanding how our education establishment works, and how it is funded, is of importance to us all.

This report is organized to first describe the public education structure, followed by an overview of the private education system. Emphasis is on the public sector, the focus of later analysis. Private education is described briefly only to provide a more comprehensive perspective of the total education system in Oregon.

The report is divided into three main sections:

* An overview of the state government's education "superstructure".
* A description of the public education system by each of its components elementary and secondary, education service districts, community colleges, and four year institutions of higher education.
* A description of the private education sector, including information on how private schools are financed. (An explanation of public school financing will be offered in a later report.)

Responsibility For Public Education

Prior generations have had to wrestle with the question of which level of government should have responsibility for education -- who should set the rules, who should pay the bills. The federal government has not accepted responsibility: the U.S. Constitution does not include education as a federal function. Thus, under the 10th Amendment, state government has primary responsibility for schooling. Oregon's constitution recognizes the state's responsibility in Article VIII, Section 1, requiring the legislature to enact laws to allow for election of a superintendent of public instuction, and in Article VIII, Section 3, which states, "The Legislative Assembly shall provide by law for the establishment of a uniform, and general system of common schools."

These constitutional requirements have resulted in the legislature establishing a system of primary and secondary education that is first the responsibility of the state, but one in which a great deal of authority is delegated to the local level. Anyone familiar with Oregon school finance and politics knows the importance that has been placed on "local control" of schools.[2]

The state's education system encompasses higher education, which includes community colleges -- also a state/local joint-responsibility -- and four-year colleges and universities, which are solely state responsibilities. It should be noted that public-supported higher education in Oregon officially began when Corvallis College, in 1868, was designated by the State Legislature as "the Agricultural College of the State of Oregon," under provisions of the federal Morrill Act in 1862. That act provided land grants to be used by the states to endow and support public colleges.[3]

It is clear, then, that the state is primarily responsible for Oregon's education system, but that the state responsibility for primary and secondary education, as well as community colleges, is shared with local government. How this responsibility is shared is explained after an initial description of the state's administrative structure.

Components of Public Education

For explanatory purposes, the public education sector in Oregon initially may be divided into two components:

(1) Elementary and secondary education includes students from kindergarten through 12th grade (k-12).
(2) Higher Education refers to post-secondary education, i.e., beyond 12th grade.

These two components are further divisible (and discussed) as elementary education for grades K-8, and secondary for grades 9-12, "community colleges" for two-year institutions that mainly provide post-secondary education, and "colleges and universities" for institutions providing four-year post-secondary education programs for baccalaureate degrees and also graduate programs (post-baccalaureate degree education).

II. STATE GOVERNMENT'S ROLE

Before discussing each component of the education structure, it is useful to have an overview of state government organization pertaining to education. This enables better understanding of the relationships between the various elected officials, appointed bodies, commissions and agencies. It is particularly important to understand where decisions concerning policy and finance are made, since education is a state responsibility.

Governor

As head of the executive branch of state government, the governor has authority over seven agencies and commissions tied to education.[4] The purposes or functions of these agencies will be briefly explained.

(1) State Board of Higher Education -- an 11-member board appointed by the governor, originally created in 1929. Nine members are appointed to four-year terms and two student members are appointed to two-year terms. The board controls the state's eight institutions of higher learning and appoints a chief executive officer, the chancellor. The chancellor administers the State Department of Higher Education, located in Eugene.

> "The board determines department-wide policy, establishes institutional guidelines, approves curricular program additions and deletions, reviews and approves budgets, and manages property and investments. With the assistance of the chancellor and staff, the board monitors the administration of the institutions to assure that they are administered in accordance with approved policies, programs, and budgets." [5]

The Board of Higher Education also has direct authority over the Center for Population Research and Census, located at Portland State University.

(2) State Board of Education -- a seven-member board appointed by the governor for terms of four years. In making appointments, the governor must select one member from each congressional district and the remainder from the state at large. The board establishes standards for public schools, "considering first the goals of modern education and the requirements of a sound comprehensive curriculum with particular emphasis on establishment of the highest practical scholarship standards..."[6] It also adopts rules for the general governance of schools, prescribes required or minimum courses of study, and adopts rules regarding school and interschool activities.

The state superintendent of public instruction, elected by the people, (and not appointed by the governor), is the board's administrative officer. The superintendent heads the Department of Education, the central state education agency charged with carrying out board policies, rules and state statutes applicable to public elementary, secondary and community college education.[7]

(3) Educational Coordinating Commission -- a seven-member commission appointed by the governor, established by the 1975 legislature. Members must be representatives of the public and cannot be employed by, own or serve on the governing board of any other educational agency or institu-

tion. Statutes require the commission to appoint an advisory committee -- currently 22 members -- that includes representatives of all education segments.[8] The commission has broad responsibility for the planning, coordination and evaluation of education at all levels. Duties include:

> Assessing the budgetary priorities of the State Board of Education and Higher Education and the State Scholarship Commission and advising the governor and the legislative assembly, reviewing all proposed new public and private post-secondary programs and locations, developing a standardized statewide data system, planning comprehensively and administering assigned state and federal programs.[9]

(4) Scholarship Commission -- a seven-member commission appointed by the governor, for four-year terms except that the student member is appointed for a two-year term. The commission was created by the 1959 Legislature to administer a variety of student financial aid programs for Oregonians attending post-secondary institutions. The commission provides financial aid information to the public and to educational institutions. It also administers the PESIC program, (Purchase of Educational Service from Independent Colleges for Oregon Students), through which qualifying independent colleges receive state funds.

(5) Teacher Standards and Practices Commission -- a seventeen-member commission, appointed by the governor, given authority to maintain and improve performance of members of the education profession.

> In carrying out its responsibilities the commission establishes rules for certification, issues teaching certificates, takes appropriate disciplinary action against educators and school districts found to be in violation of Oregon statutes or performance standards, adopts standards for approval of teacher preparation programs offered by institutions of higher learning, evaluate teacher preparation programs within a five-year cycle to assure compliance with the standards, and approves teacher preparation programs that are in compliance with the standards.[10]

(6) Oregon State Library, Board of Trustees -- a seven-member board appointed by the governor, established in 1913. The board hires the State Librarian to administer the State Library.

(7) Oregon Arts Commission -- a seven-member commission appointed by the governor for four-year terms, created in 1967. The commission hires an executive director and

> is responsible for assisting and strengthening art programs and activities to promote broad public benefit and high artistic and scholarly standards, recognizing and giving opportunities to individual Oregon artists, and encouraging private and local initiative and financial support for art.[11]

Thus the governor has power to appoint seven boards and commissions that relate to public education in Oregon, and also has budgetary control through the Executive Department. The two key state education agencies, the Department of Higher Education and the Department of Education, are under the governor's boards and also are under his budgetary direction. However, the Department of Education has the curious distinction of being administered by another elected official who does not report to the governor. This official, the Superintendent of Public Instruction, is described next.

Superintendent of Public Instruction

The state superintendent of public instruction, elected by the people, is the chief executive for the State Board of Education and is responsible for interpreting and administering board policies and rules. The position is non-partisan. The superintendent heads the State Department of Education, the state agency charged with carrying out board policies.

Legislative and Judicial Branches

Two other branches of government affect education : the Legislative and Judicial branches.

The bicameral Oregon state legislature consists of the House of Representatives (60 members) and the Senate (30 members). Three committees in each house deal with the education structure: (1) Ways and Means, which determines budgets of agencies, boards and commissions, as well transfer payments to school districts; (2) Revenue and School Finance, which decides the tax structure and the distribution formulas for school transfer payments (Basic School Support); and (3) the Education committees, which deal with all other education policy and legislation not handled by Ways and Means or the Revenue Committee.

Oregon's judicial branch impacts education only when cases are brought before a court, such as in 1975 when the Supreme Court upheld the constitutionality of Oregon's school finance system.[12]

III. OREGON'S PUBLIC ELEMENTARY AND SECONDARY EDUCATION SYSTEM

System Overview

Public elementary and secondary education is a state responsibility that is shared with local government. This local sector consists of 310 separate school districts -- organized and managed in conformance with state law, by local citizens. These 310 districts annually provide education to approximately 440,000 children, spending $1.2 billion. How these districts compare, their organization, objectives and relationships to the state and other education components is discussed below.

In Oregon, every school district is either an elementary district (grades 1-6 or 1-8), union high school district (grades 7-12 or 9-12), or a unified district (grades 1-12). Some elementary and unified districts include kindergartens, but many do not. School finance literature also uses the terms "common school districts", which include elementary or unified, but exclude union high districts, "joint school districts", those that cross county lines, and "county units", which are single districts (not always unified) that cover most or all of a county.[13]

The data demonstrate a trend toward consolidation of Oregon school districts.[14] In 1981-82 there were 310 districts; in 1971-72 there were 341 districts. In 1950-51, there were 1,033 -- and 20 years earlier there were over 2000.

School districts are distinct political entities with definite geographic boundaries. They have jurisdiction for all students within their boundaries. They have the power to levy property taxes and spend public funds. Districts are governed by elected non-partisan school boards made up of from 5 to 7 members representing the district. All members are elected to four year terms and must

come from different geographic zones within the district. Elected school board members serve voluntarily; they may not be paid, but may be reimbursed for expenses.

The school board hires a district superintendent to administer the school district. The superintendent hires the necessary staff: principals, administrators, sometimes teachers, subject to board approval. Principals for each school building normally hire teachers and support staff for a school building, again subject to approval by their superiors.[15]

Members of the school board serve on the district budget committee and appoint other citizens to that committee. The budget committee annually prepares the school district budget in conjunction with the superintendent -- who also is a member of the committee. The budget committee and budget process are explained in more detail in Technical Report No. 2. It is sufficient to note here that local citizens can affect the management of their schools by influencing the budget committee to spend or not spend funds for certain items or programs. Citizens can provide testimony to the committee and may vote for or against property tax levies, if such levies are submitted to the voters for approval, and may vote for or against school board members. Board members are elected to four-year terms.

Goals of Elementary and Secondary Education

The Board of Education has formulated statewide goals for elementary and secondary students. The goals are broadly written, "designed to assure that every student... shall have the opportunity to learn to function effectively in six life roles: Individual, Learner, Producer Citizen, Consumer and Family Member."[16] The breadth of the goals is understandable upon consideration of the diversity that exists in the public school system.[17]

Related Groups

An overview of the education sector would be incomplete if no mention was made of other related policy-making bodies that affect elementary and secondary education. Such bodies include the Oregon Education Association (OEA), the Oregon School Boards Association (OSBA), the Confederation of Oregon School

Administrators (COSA), and the Foundation for Oregon Research and Education (FORE). While these organizations may not have any statutory authority over education policy, they have a very real impact through their participation in legislative lobbying, political action committees (PACs), contract negotiations and dissemination of information. The OEA, with over 25,000 members, is the largest of these organizations and is recognized as a major political force in Oregon.

IV. EDUCATION SERVICE DISTRICTS

Overview

An Education Service District (ESD) is a public agency that provides special services to school districts operating within its boundaries, but does not directly operate public schools. ESD boundaries generally follow county lines. ESD's, formerly known as Intermediate Education Districts, indeed are intermediate agencies -- providing a link between the State Department of Education and the local school districts.

Since 1849 there has been an intermediate education agency linking the state (or Territory) with the local schools. The ESD is a descendent of the county school superintendent's office, which along the evolution process became the rural school district and, later, the Intermediate Education District (IED).[18]

The primary function of the ESD (and rural school district and IED) until 1977 was to provide "equalization" of school operating costs, i.e., share the property tax "wealth" (or tax potential) among all districts within a county. The ESDs levied taxes county-wide and, after funding administrative costs and certain services, redistributed funds on a per-pupil basis. The 1977 Legislature ended the equalization function of ESDs, and also changed their names from Intermediate Education Districts to Education Service Districts.

Current statutes state that the purpose of ESDs are:

(1) Assist the State Board of Education, through contract, provide state-level services, and support state laws and minimum standards.
(2) at the local level, provide professional services and facilities on a cooperative basis with local districts.[19]

Actual services provided by ESDs vary from county to county. Most offer testing services, special education services, and health services.[20]

There are 29 ESDs in Oregon. Two counties, Linn and Benton, combine to form one ESD. Six counties (Crook, Hood River, Josephine, Klamath, Lincoln and Morrow) do not have ESDs. ESDs are tax districts, relying mainly on the local property tax for funding.

ESDs operate much like a regular school district: they have a board of seven members, elected by the public to four-year terms, and prepare annual budgets.

The areas represented by board members may vary by county. In Multnomah County, for example, all directors are elected at large. In counties with fewer than five districts, one director is elected from each of the districts, and the others at large. In all other counties, directors are elected from zones, with not less than two nor more than five zones, and at least two members elected at large.

Four ESDs (Grant, Harney, Wallowa and Wheeler) adhere to previous law. These ESDs approve budgets and levy a combined property tax levy for all school districts within their boundaries.

ESD Resolution Process

ESDs can provide services to districts either by direct contract with a district, or provide a service to all districts if a resolution to do so is approved by two-thirds of the local district school boards having at least a majority of students in the ESD. Resolution services also must then be approved by the superintendent of public instruction.

V. COMMUNITY COLLEGES

Overview

Oregon has 13 community colleges -- two year institutions offering post-high school education for young people and adults. In addition, there are two Area Education Districts (AEDs) that provide community college services to their area residents in Wasco and Tillamook counties.[21]

The two Area Education Districts (Treaty Oaks and Tillamook) differ from regular community colleges in that AEDs may not own property and must contract for educational services. Both Treaty Oaks (established in 1976) and Tillamook (1981) contract with Portland Community College. Local boards, however, determine what programs will be offered.

Oregon community colleges were "launched" in 1961, when legislation was passed to provide state support for their construction and operation. Prior to the legislation, transfer college credits were offered in Bend and adult vocational courses were offered in three area vocational centers (Eugene, Klamath Falls and Oregon City).

The Legislature was explicit about the appropriate role and policies for community colleges. These policies include the following:

(1) The community college is... intended to fill the institutional gap in education by offering broad, comprehensive programs in academic as well as vocational-technical subjects. It is designed to provide terminal two-year programs for some, serve a transitional purpose for others who will continue college work and serve to determine future educational needs for other students. For adults it can provide means for continuation of their academic education, vocational training or the attainment of entirely new skills as demands for old skills and old occupations are supplanted by new technologies.[22]

(2) Community colleges are to be located close to the majority of the students so as to provide education economically, close to the student's home. They are community institutions.

(3) Admission is open to high school graduates or to non-high school graduates who can profit from the instruction offered.

(4) Organization and programs are to be flexible to enable change to meet changing needs.

The original goals are reflected in contemporary statements about community colleges:

> A major mission of the community college is to offer opportunities to those who cannot avail themselves of the education offered by the traditional public and private four-year institutions. Specialized academic programs (usually not available elsewhere), reasonable costs, exploration for the undecided student, re-entry for adult students, and programs designed for the educationally and culturally deprived are among the advantages afforded by the community colleges in Oregon. In other words, the mission of the community college is access for those who might otherwise be denied the benefits of higher education."[23]

Like school districts, community colleges are governed by a seven-member board, elected by voters in the community college district. Board members can be elected from different geographic zones if local voters choose. Community colleges also are under the supervision of the State Board of Education and, therefore, the Department of Education. Funding for community colleges is derived from the state General Fund (as part of the Department of Education budget), from local property taxes and by student tuition.

Enrollment and Curriculum

Community colleges are the largest post-secondary segment, reporting a 1980-81 headcount of 298,000. The majority of these students attend part-time, thus the full-time equivalency (FTE) amounts to approximately 58,000 (in 1980-81). One FTE is 45 credit hours per year for Lower Division Collegiate students ("LDCs", or college transfers), and 680 contact -- in class -- hours per year (which is 20 hours of course work per week) for vocational/technical students. Over 90 percent of the students live in the district in which they attend school.

Community colleges obviously have close relationships with local high schools and four-year colleges and universities. Legislative policy states:

> There should be close cooperation between those directing the community college program and those responsible for higher education, so that lower-division college transfer programs of the community college will provide adequate preparation for entering four-year institutions, and so that students will be able to transfer with a minimum of difficulty.
>
> It should be the policy of the community college to open its facilities to the high schools of its area on a sound contractual basis for ap-

propriate secondary courses, either academic or vocational, when it is within its ability to provide facilities and it is determined that the high school cannot or does not offer them. [24]

There are three general areas of instruction offered at community colleges: Technical training education (also called Vocational/Technical); Lower Division Collegiate (LDC), and Community Education (also called Adult Education). Vocational/Technical classes train individuals for specific occupations, such as welding or nursing. Lower Division Collegiate classes are designed to cover freshman and sophomore college course material similar to that found in four-year institutions. Community Education does not have formalized programs and does not offer any degrees. Courses are offered to improve skills, hobbies, and other individual needs.

The emphasis placed on each of the three program categories by individual community colleges varies. In 1980-81, approximately 35.7 percent of the statewide F.T.E. enrollment was in Lower Division Collegiate classes, 38.3 percent in Vocational/Technical, 21.1 percent in other reimbursable (i.e., partially state-financed) classes, and 4.9 percent not eligible for reimbursement, i.e., the "hobby" classes.

As part of their Vocational/Technical education program, community colleges have a major role in providing training to persons with socioeconomic or physical handicaps. Students with special needs are placed in community colleges by other public agencies, such as the Adult & Family Services Division, Vocational Rehabilitation Division, Employment Division, Veteran's Administration and others.

Organization

Organization structures for community colleges are fairly similar. A president is hired by the community college board, which is elected by the voters in the district. The board answers in turn to the public, and to the State Board of Education and its administrative arm, the Department of Education. The community college president has an administrative office and deans to administer specific areas, e.g., administration, instructional services, community education.

The deans supervise department chairmen, who in turn oversee their respective departments in cooperation with the faculty. The Department chairmen organize annual budgets for their departments, and submit them to their dean.[25]

Other Organizations. The major legislative lobbying area for the community colleges is the Oregon Community College Association (OCCA). This organization monitors pertinent legislation and also keeps the colleges informed of any activity at the federal, state or local level that may be of importance. It serves as the collective "voice" for the colleges.

VI. HIGHER EDUCATION

System Overview

The Oregon State System of Higher Education (OSSHE) consists of eight colleges and universities, governed by the State Board of Higher Education (described earlier).[26] The institutions are primarily designed to provide education leading to the baccalaureate degree or higher. They have three general functions: instruction, research and community service -- with varying emphasis among the schools.

The Oregon State System of Higher Education adopted a set of objectives for the system. Those objectives, offered by the Board in 1973 but in the process of being rewritten), are as follows:

1. To admit and to provide post-high school educational opportunities for as many students as can be accommodated effectively, given: (a) the role assigned to the state system by the state in meeting the state's post-high school goals, and (b) the level of financial and other resources available to the state system from state and other sources.

2. To provide programs of general education for all those who enter state system institutions, to the end that: (a) they may have the health knowledge basic to sound and effective health practices, (b) they may have the capacity to communicate effectively in written and oral forms at an appropriate level, (c) their lives may be enriched by an appreciation of the arts and sciences, (d) they may have a fuller knowledge of the impact of science, scientific methodology, and technology upon the world in which we live, (e) they may more effectively discharge their responsibilities as citizens of Oregon and the larger world, and (f) they may, from the strong base of general knowledge thus acquired, find the resources and incen-

tives for learning new skills or for otherwise increasing their educational capital, as changing times will require, during the whole of their active lives.

3. To provide educational programs that will prepare students for meaningful entry into the world of work and lead to economic self-sufficiency, and which will provide society with the qualified manpower it requires. This necessitates that the system provide the following:

   a. Some sub-baccalaureate programs of a vocational-technical character (particularly at Oregon Technical Institute and at the two regional colleges, Southern Oregon College and Eastern Oregon College) which will give entry into semi-professional, technical, or vocational job opportunities for those whose interests and abilities direct them into these channels.

   b. Baccalaureate, graduate, and graduate professional programs appropriate to the capacities and interests of persons desiring to develop specialized abilities and skills required in business, government and the professions.

4. To make significant contributions to the development of knowledge through encouragement and development of scholarship and research. The development of vigorous, well-supported research activities in state system institutions having major graduate programs is critical to the health and vigor not alone of higher education in Oregon, but of the general social and economic well-being of the state.

5. To make available to society the research and other knowledge generated in the state system institutions, that society may utilize that knowledge in illuminating its problems and in seeking solutions thereto.

6. To provide the state with a program of continuing education, both formal --involving course credit and degrees -- and informal, without credit.

7. To maintain within the state system and institutions a climate favorable to free and open inquiry, discourse, and opinion.

8. To develop and maintain a comprehensive program of self-study as a basis for planning and future development of higher education in Oregon. The board is committed to the view that continuing and extensive self-study is essential if the state system and its institutions are to make effective and efficient use of their resources, human and material.

9. To coordinate the educational programs of the several institutions in the Oregon State System of Higher Education. Coordination should: (a) provide adequate instructional programs for the state, (b) recognize regional needs, including general education, and make provision to meet these needs, (c) provide in a single institution or in a limited number of institutions those programs that are specialized or unusually expensive, (d) conserve the resources available to the state by avoiding unnecessary and unwise duplication of educational programs, (e) encourage cooperative programs among the institutions, (f) recognize and promote the uniqueness of each of the several institutions.

10. To foster the growth of cooperative arrangements between the state system and other educational agencies within the state. [27]

Instructional Mission

Given the preceding objectives of the Higher Education System, the Chancellor's office identifies the major missions of each of the institutions as follows:

The University of Oregon is the state's liberal arts university, serving the state, region, and nation with undergraduate and graduate programs of instruction, research, and public service in the arts and sciences and related professional fields of architecture and allied arts; business administration; community service and public affairs; education; health, physical education, and recreation; journalism; law; and music.

Oregon State University is the state's land-grant and sea-grant university, serving the state, region, and nation with undergraduate and graduate programs of instruction, research, and public service in scientific, technological, and professional fields as well as undergraduate and selected graduate studies in the humanities, social sciences, and arts. Professional fields of study at Oregon State University are: agriculture, business, education, engineering, forestry, health and physical education, home economics, oceanography, pharmacy, and veterinary medicine.

Portland State University is a public urban university, serving the Portland metropolitan area and the state, and to a lesser extent the region and the nation, through a wide array of baccalaureate and master's degree programs, in the arts and sciences, and through professional and graduate programs which provide intellectual leadership in issues of special concern in urban life and specialized education meeting needs of the urban population. These programs include interdisciplinary/cooperative doctoral programs in urban studies, environmental science and resources, systems science, public school administration and supervision, and community college education; and professional programs in business administration, education, criminal justice, engineering and applied science, public administration, taxation, and social work.

Western Oregon State College is a small liberal arts college serving the state and mid-Willamette valley region through undergraduate and selected master's degree programs in the arts and sciences, education, creative arts, and selected career areas appropriate to its regional location, e.g., law enforcement, corrections, rehabilitation counseling of the deaf, and fire services administration.

Southern Oregon State College is a regional college serving the educational, social, cultural, and economic needs of the southern Oregon region through programs of instruction, service, and research; and the state as a whole by providing a small college alternative. The College offers limited certificate and associate degree programs; baccalaureate degree programs in the arts and sciences, criminology, nursing, and theater; and master's degree programs in interdisciplinary studies, teacher education, and business.

Eastern Oregon State College is a regional college with primary focus on service to the eastern Oregon region of the state through instructional and public service programs, including an external degree program, but also serving the state as a whole by providing a small college alternative. The College offers a limited certificate and associate degree programs; baccalaureate programs in arts and sciences, teacher education, agribusiness, business and economics and community service; and master's degree programs in elementary and secondary education.

Oregon Institute of Technology is the state's polytechnic college, serving the state through associate and baccalaureate degree programs in the technical arts and applied sciences, and the Klamath area through lower-division transfer programs. Major areas of instruction include allied health technologies, industrial technologies, engineering technologies, industrial management, and nursing.

Oregon Health Sciences University is the state's health sciences university serving the state, region, and nation with professional programs of study in dentistry, medicine, nursing, and other health related disciplines; graduate and post-graduate programs in specialty areas and the basic sciences; research; health care services; and public information.[28]

The Board of Higher Education has approved explicit "instructional mission statements", which are the guidelines for each institution.[29]

Organizational Structure

As mentioned earlier, the State Board of Higher Education is an eleven-member board appointed by the Governor. The Board appoints a chancellor to execute its policies and to administer the State Department of Higher Education. The Board also appoints institution presidents, approves the appointments of vice-chancellors, vice-presidents and deans, and establishes policies governing the appointment of other personnel. The Board also directs the preparation of biennial budgets, oversees management of real property held by the Department of Higher Education, and supervises and controls requirements for admission, graduation, tuition charges and fees.[30]

As with most large organizations, administration of universities and colleges can vary greatly, depending on the style and preference of the president. The organization charts show that presidents have assistants -- consisting of or in addition to vice-presidents. Vice-presidents oversee subordinates who are directors or deans. Deans oversee associate deans, assistant deans and/or department heads. The department head may be chairman of a particular in-

structional area, in which he or she can be responsible for administering the department, or at least be the official figurehead. Some department chairs are selected by department faculty.

Most schools have a faculty decision-making body, such as a general assembly or faculty senate, whose purpose is to advise the president. The structures of these organizations vary among the schools, as does their power and influence over policy matters. While generally advisory, some, such as at the University of Oregon, have more than just advisory power. There also usually are a large number of other committees on which faculty and administrative staff serve to assist in the governing of the school.

It also should be noted that there are yet other bodies that influence the institutions: some have collective bargaining units that negotiate for the faculty in financial and other matters, such as Portland State University and Southern Oregon State College. There is also at least one independent lobbying group, the Associated Oregon Faculties, that represents faculty interests at Legislative sessions.

Finance. Universities and colleges in Oregon are funded from the state general fund, student tuition, fees and charges, grants and gifts. Details of the revenues and expenditures are discussed in the third report. It is of interest to note that for the 1981-83 biennium the Department of Higher Education spent about $1 billion.

Enrollments. State college and university enrollment for 1981-82 was estimated at 50,379 three-term full time equivalent students, with a final fall term headcount of 63,193. Oregon State University had the biggest enrollment among the state colleges and universities.[31]

Figures compiled by the Department of Higher Education, show that Oregon State University has the largest undergraduate program, but that the University of Oregon has the largest graduate program. Also, the combined total of the regional institutions falls below either of the two largest universities. Not shown above, but worthy of mention, is the fact that Portland State University's headcount enrollment is comparable to the two largest universities, but

because of the large number of part-time students, the FTE enrollment is substantially lower. Headcount enrollment for 1981-82 at Oregon State is estimated at 17,485, at the University of Oregon is 16,702, and at Portland State is 15,572 (all from "Summary of Final Fall Term Headcount Enrollment, Year 1981-82," Oregon Education Coordinating Commission.

When higher education enrollments are compared over the last decade, it is apparent that there has been a significant decline in enrollment at the regional colleges, relative stability at the University of Oregon and Portland State University until 1981-82, and growth at Oregon State University and Oregon Institute of Technology.

Staffing. The eight colleges and universities for 1981-82 budgeted for slightly over 6900 academic and classified positions -- 4032 academic positions and 2888 classified positions. The 1981-82 total is allocated 5730 at the four universities and 1190 at the four colleges. The total number of positions is 13.7 percent greater than the number budgeted for 1974-75 -- which is an average annual growth of 1.7 percent per year.[32]

VII. THE PRIVATE EDUCATION SECTOR

Elementary and Secondary

A substantial portion of elementary and secondary education in Oregon is not part of the public system. Determining precisely how substantial, however, is difficult because enrollment reports from private schools are voluntary. For the 1980-81 year, the Department of Education knew of 316 private primary and secondary schools, with enrollments of approximately 31,000 -- about 6 percent of all students enrolled in both public and private elementary and secondary schools. This compares to a national average of 10-11 percent.

As noted above, the Department of Education is responsible for registering private elementary and secondary schools, but reporting is voluntary. Schools choosing to register will receive some benefits, such as recognition of the teachers' current teaching as applicable toward the teaching experience requirements for the Oregon Standard Teaching Certificate. However, those schools

that register also assent to certain conditions, such as meeting certain qualifications regarding competency, health and safety, and adequacy.[33] Because of these conditions, some schools go unreported. Examination of census estimates for the 5-17 age category results in about 16,000 unaccounted-for children. Allowing for those in state institutions (Fairview, MacLaren, Hillcrest, Deaf School, Blind School, Correctional Institute) and state-supported schools for special education (e.g., Christie School, Albertina Kerr) and community colleges, there could be 8000 students in unreported schools.

From 1975-76 to 1979-80, public school enrollment declined at an annual average rate of 0.37 percent per year, while private school enrollments averaged 3.47 percent increases per year.[34]

Catholic schools are the largest single component of private schools, comprising 46 percent of the 1980-81 total, but experiencing a 40.3 percent decrease in ADM since 1969-70.[35] Seventh Day Adventists Schools are the second largest sectarian component, with 11 percent of the total. Nondenominational private schools have experienced the largest growth since 1969-70, with a growth in ADM from 603 to 8679.7.

Missions, Organization and Funding

Private elementary/secondary education is characterized by diversity -- indeed, their survival depends on offering choices and alternatives to public schools. The diversity in objectives and organization is best described by separating the private elementary/secondary component into three categories: catholic, other religious, and non-religious schools.

The mission of Catholic schools historically has been to provide an education founded on religion. As reported in a doctoral dissertation on Catholic High Schools:

> A separate system of Catholic schools in the United States dates from the First Vatican Council, held in 1870. At the Council, the Church Fathers took cognizance of the increasing discrepancy between what was taught in American public schools and teachings of the Church. Public schools of the day were animated by Pan-protestantism, including classroom readings of the King James Bible, which Catholics have always held to be inaccurate. Much more important, however, was the fact that American Catholicism was dominated by hordes of newly immigrant Irish (3,103,000 by 1861) whose poverty, ignorance, and

> religion made them, in part, repugnant to British Americans, and resulted in systematic discrimination against them. In turn, the Irish were probably not so repelled by the Bible reading as by the thorough Anglo-Protestant cast of the entire public school. The Vatican Council forbade attendance of American Catholic children at public schools, and in 1884 the Third Plenary Council of Baltimore ordered all Catholic pastors to establish parochial schools near their churches. It was at this point that "Every Catholic child in a Catholic school" became the battle cry of the American Church.[36]

Each Catholic elementary school is governed by a local board, comprised of the parish priest and members of the parish. Each high school is a separate corporation, not tied to a particular parish or group of parishes, and is owned and run by a different church agency, or combination of agencies. Central Catholic High School, for example, is owned by the diocese, is staffed by diocesan priests, and is under the direct control of the Archbishop and his delegates. Jesuit High, on the other hand, is owned and run by the Society of Jesus (Jesuits), an exempt order not responsible to the local bishop, but who report to their Provincial (the Northwest Province of the Jesuits, located in Portland), and from there directly to Rome. Jesuit High is run by a nineteen-member Board of Directors, comprised of three Jesuit administrators, a lay faculty member and various laymen of the community. LaSalle High School is under direction and control of another order (Christian Brothers).

Other religious, non-Catholic schools in Oregon include the Seventh Day Adventists, (with 41 schools), Lutherans, Mennonites and more. Practically all of these are closely tied to a church, supported by tuition and church contributions, and governed by the church board.[37]

A recent phenomenon in Oregon has been the increase in Fundamentalist Christian schools. The Portland Oregonian reported that "state officials believe there are more than 4000 students enrolled in about 50 Christian Fundamentalist schools. But nobody knows for sure, because private schools are not required to register with the state."[38] According to Christian school organizations, the state estimates are low. "One group alone - Accelerated Christian Education, Inc. -claims 95 schools enrolling 2850 to 3800 students in Oregon."[39] The Association of Christian Schools International reports 58 member schools enrolling 7416 in Oregon.

The mission of the Fundamentalist Christian schools is to base childrens' education on "the Christian perspective." As reported in the Oregonian,

> one authority at the Christian Fundamentalist schools is the Bible - a literal interpretation of it. As a result, most of the schools teach the theory of divine creation and reject evolution. They also denounce so-called 'secular humanism' because it posits a man-centered universe instead of a God-centered universe... the fundamentalist schools infuse Bible reading, prayer and devotions into the school day.[40]

Some maintain that fundamentalists seek to return to religious education practices of former days, before the disappearance of the Protestant ethic from public education philosophy.[41]

Non-religious private schools range from pre-primary nurseries and kindergartens to Montessori schools to Catlin Gabel School. Kindergartens and nurseries account for a large number of independent schools -- approximately 20% of private enrollments -- due to the lack of public kindergartens in many communities and probably also due to the increasing number of households with both parents employed.

General Financial Perspectives

There is limited aggregated statistical data on the financing of private schools. A random survey indicates that most are funded primarily from tuition charges. The Archdiocese of Portland, which generally oversees all of Oregon west of the Cascades, provided some aggregated revenue and expenditure information for its 59 schools and 13,458 students in 1980-81, and 13,154 students in 1981-82.[42]

In the Archdiocese of Portland, tuition in 1981-82 will range from $350 to $1080 for one student for parishioners, with a mean of $715. Non-parishioners will pay from $400 to $1500 with a mean of $950. Rates per student decrease for additional students from a family.

Table 11 shows the percentage of various revenue sources used in 1980-81 for elementary Catholic schools. Table 13, following, shows the revenue packages used by Portland Catholic High Schools for 1973-74. More recent information was not readily available. Also shown in Appendix H are the 1980-81 expenses per pupil at Catholic high schools.

Relationships With Other Schools. Private elementary and secondary schools obviously have an effect on, and are affected by public education. A lack of public kindergarten in many school districts accounts for a large number of the private schools. Private schools also serve to provide a choice to parents dissatisfied with content of public education. There are important implications in the increasing enrollments at private schools in grades above kindergarten. It could mean a gradually eroding base of support for public schools and add to the loss of confidence in public education "that is both a cause and a result of the flight to non-public schools."[43]

Oregon's Independent Colleges & Universities

Oregon has 23 independent colleges and universities that in 1981-82 had enrollments of 15,866 F.T.E. -- or 23 percent of the statewide college and university total. These independent institutions differ considerably in size and purpose, ranging from small sectarian schools such as Judson Baptist, with under 200 students, to relatively larger schools such as Willamette University, with nearly 2000 students. Table 13 lists the names, locations and type of program offered at the independent institutions. The Oregon Independent Colleges Association reports that the independent colleges offer over 100 undergraduate and 30 graduate degree programs. They confer 20% of all bachelor's degrees, 24% of all masters' degrees, 72% of all law degrees, and 100% of all optometry degrees.

The roles and missions of these schools obviously differ: at George Fox the students are provided the opportunity for a four-year liberal arts education, within a Christian philosophy. But Reed College, recognized as one of the better small colleges in the United States, sees its central mission as simply "to provide a balanced, comprehensive education in liberal arts and science, fulfilling the highest standards of intellectual excellence." This undoubtedly could serve as the mission statement for many of the independent colleges. The function of these institutions, however, appears to be one of providing an alternative to the larger public institution. Classes generally are smaller; instruction is more personal -- there is more likely to be better interaction between the faculty and students.

Organization: There is little that is distinctive about the organization of typical independent institutions. These colleges usually have a self-perpetuating

board of trustees or directors that selects its own members, sets its own by-laws, and hires a president to be the chief executive officer of the institution. The president has subordinates -- vice-presidents, deans and administrative personnel -- to whom he or she may delegate certain responsibilities. The administrative and teaching structure is similar to that found in public colleges and universities. Overall, the private institutions are similar in organization to those in the public sector, except that independent school presidents follow the direction of a board of trustees instead of a chancellor or State Board of Higher Education.

Finance: Independent colleges and universities depend primarily on student tuition for revenues to run the schools. Gifts, grants and endowment funds account for most of the remaining revenues. Endowment funds are simply accumulations of capital that earn interest. Some or all of the interest income may be used each year to support the operation of the school. It should be noted that the size of endowment funds varies greatly among Oregon's independent colleges and universities. Willamette University's endowment, for example, is one of the larger funds at about $37 million, but may be used only for certain prescribed functions.

There is no summary of tuition charges for which comparisons may be made. Oregon Independent Colleges Association estimates that tuition charges generally make up about 65-80 percent of the cost of educating students.[44] At Reed College, tuition and fees for 1982-83 will be $7,160 for two semesters (the full academic year). (It is estimated that room and board averages $2,630 more, for a total cost of $9,790.) Willamette University tuition and fees for 1982-83 will be $5,570.

Although there are few aggregated statistics on costs and revenues for independent colleges, annual reports recently have been made by the Oregon Educational Coordinating Commission on faculty salaries -- probably the largest component in an institution's operating budget. The OECC reports that for 1980-81, the faculty of Oregon's larger independent institutions earn somewhat higher salaries than the national average, and are close to the average for Oregon's public state colleges. If total compensation is examined, which includes items such as employer-paid retirement contributions, Oregon's independent institutions have lower average salaries than other Oregon colleges and universities, but still exceed national averages.[45]

State Financial Assistance to Independent Institutions

Although independent colleges and universities rely mainly on tuition, gifts, grants and endowments, the State of Oregon does contribute some public funds to independent institutions. According to the annual report of the State Scholarship Commission, the administering agency:

> The Purchase of Educational Services from Independent Colleges (the PESIC program) was established by the Oregon Legislature in 1971. Through the PESIC program, independent colleges in Oregon receive partial reimbursement from the State for the cost of secular courses of instruction provided to Oregon resident undergraduates. The colleges are paid at a designated rate for each reimbursable "full-time equivalent student" or FTE, which is equal to 45 quarter hours of eligible instruction completed by an Oregon resident undergraduate.
>
> From 1976 to 1979, the reimbursement rate remained at $500 per FTE. The 1979 Legislature increased this rate to $535, effective for 1979-80. Because of the fiscal crisis faced by the State in 1980-81, the budget for PESIC was revised on two separate occasions. The original budget approved by the 1979 Legislature would have provided $2,860,260 during 1980-81, to be paid at the rate of $570 per reimbursable FTE. However, in June of 1980, Governor Atiyeh directed that 2% of the original budget be "unscheduled", which would have reduced the available funds to $2,803,540, and the rate of reimbursement to $558.60. During the special session of the Legislature, which was convened in August of 1980, funding was reduced still further, to $2,494,180, and the rate of reimbursement was reduced to $505.91 per FTE.[46]

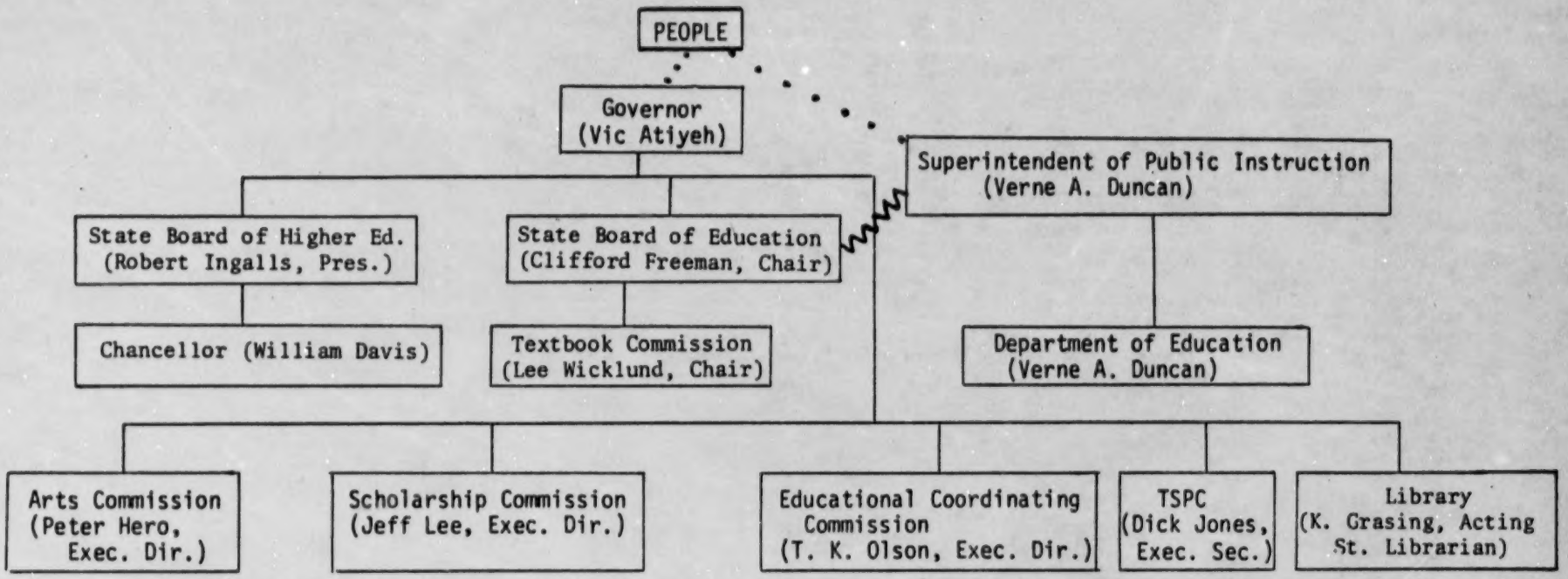
The 1981 Legislature made substantial reductions in the PESIC program. The $3.1 million appropriation for the 1981-83 biennium is approximately 60 percent of the 1979-81 level. The reimbursement rate for Oregon's students is $550 per student in 1981-83. However, the OECC states that the numbers of students for whom reimbursement may be claimed will be about 55 percent of those eligible.

It also should be noted that in February 1981, the American Civil Liberties Union filed a suit in U.S. District Court seeking an end to the PESIC program. The ACLU contends that PESIC is unconstitutionsl because some of the participating colleges have religious affiliations. The suit is scheduled for court hearing in Fall of 1982.

As this report is written, the Oregon Education Coordinating Commission is preparing a comprehensive research report on Private Schools in Oregon.

FIGURE 1

OREGON'S STATE EDUCATION STRUCTURE


PEOPLE
Governor (Vic Atiyeh)
Superintendent of Public Instruction (Verne A. Duncan)
State Board of Higher Ed. (Robert Ingalls, Pres.)
State Board of Education (Clifford Freeman, Chair)
Chancellor (William Davis)
Textbook Commission (Lee Wicklund, Chair)
Department of Education (Verne A. Duncan)
Arts Commission (Peter Hero, Exec. Dir.)
Scholarship Commission (Jeff Lee, Exec. Dir.)
Educational Coordinating Commission (T. K. Olson, Exec. Dir.)
TSPC (Dick Jones, Exec. Sec.)
Library (K. Grasing, Acting St. Librarian)

. . . . . Elected

_____ Appointed

VVVVVVVVVVVVVVVVV Related

2/83

Table 1: Comparison of Oregon School Districts by Type and Size

Type and Size of District	1979-80 # of Districts	1979-80 ADMr	1981-82 Estimates # of Districts	1981-82 Estimates ADMr
Unified Districts				
3000+ ADMr	34	275,075.8	33	264,923.7
1000-2999	46	83,594.6	43	80,036.1
500-999	28	19,770.7	32	22,869.5
100-499	55	13,304.6	51	12,613.9
-100	24	910.5	27	1,199.5
Totals (Averages)	187	382,656.2	186	381,642.7
Elementary Districts				
3000+	2	8,091.0	2	8,185.0
1000-2999	6	9,565.0	6	9,380.0
500-999	11	7,426.0	12	7,706.5
100-499	35	8,462.0	34	7,673.7
-100	48	2,468.0	47	2,301.5
Totals (Averages	102	36,012.0	101	35,246.7
Union High Districts				
3000+	1	4,856.0	1	5,128.0
1000-2999	7	10,776.0	6	9,585.0
500-999	2	1,440.0	3	2,280.0
100-499	11	3,277.0	11	2,904.0
-100	2	127.5	2	137.0
Totals (Averages)	23	20,476.5	23	20,034.0
State Totals (Averages)	312	449,144.7	310	436,923.4

Source: Dept. of Education, Statistical Summary, January 1981.

TABLE 2
COMPARISON OF ENROLLMENT AND NUMBER OF SCHOOL DISTRICTS
1888-89--1979-80

Year	Total Enrollment*	Number Of School Districts	Year	Total Enrollment*	Number Of School Districts
1888-89	56,696	1,600	1932-33	205,433	2,140
1889-90	63,254	1,693	1933-34	201,654	2,122
1890-91	72,322	1,747	1934-35	202,141	2,088
1891-92	75,526	1,826	1935-36	203,162	2,087
1892-93	78,258	1,915	1936-37	208,383	2,073
1893-94	77,941	1,890	1937-38	210,219	2,085
1894-95	83,985	1,891	1938-39	207,546	2,033
1895-96	87,212	1,953	1939-40	205,957	2,015
1896-97	85,052	2,001	1940-41	190,679	1,973
1897-98	85,230	2,014	1941-42	195,574	1,926
1898-99	85,364	2,061	1942-43	199,311	1,898
1899-1900	89,405	2,081	1943-44	206,817	1,756
1900-01	97,745	2,094	1944-45	215,175	1,738
1901-02	100,659	2,121	1945-46	221,447	1,608
1902-03	92,390	2,143	1946-47	226,266	1,539
1903-04	96,242	2,169	1947-48	241,429	1,363
1904-05	100,534	2,161	1948-49	253,653	1,251
1905-06	100,898	2,174	1949-50	262,739	1,180
1906-07	102,622	2,203	1950-51	272,215	1,033
1907-08	107,493	2,222	1951-52	282,939	995
1908-09	114,464	2,243	1952-53	295,800	893
1909-10	118,412	2,266	1953-54	312,564	794
1910-11	124,418	2,265	1954-55	324,775	774
1911-12	125,840	2,217	1955-56	338,664	742
1912-13	134,468	2,381	1956-57	350,475	716
1913-14	136,201	2,471	1957-58	359,987	700
1914-15	141,799	2,491	1958-59	373,307	659
1915-16	142,365	2,519	1959-60	388,772	594
1916-17	140,218	2,531	1960-61	402,154	510
1917-18	145,891	2,556	1961-62	413,663	478
1918-19	146,546	2,530	1962-63	429,621	452
1919-20	148,301	2,543	1963-64	447,283	438
1920-21	160,724	2,527	1964-65	457,985	415
1921-22	164,460	2,335	1965-66	466,416	408
1922-23	169,376	2,417	1966-67	475,994	390
1923-24	175,510	2,369	1967-68	482,254	376
1924-25	179,189	2,373	1968-69	490,356	367
1925-26	180,398	2,372	1969-70	498,336	356
1926-27	185,959	2,355	1970-71	498,469	350
1927-28	187,189	2,353	1971-72	498,686	341
1928-29	185,933	2,317	1972-73	498,608	339
1929-30	202,595	2,237	1973-74	496,424	339
1930-31	201,951	2,189	1974-75	497,879	339
1931-32	204,792	2,168	1975-76	499,151	334
			1976-77	500,725	333
			1977-78	500,644	330
			1978-79	498,222	312
			1979-80	494,635	311

**Includes duplicated headcount (transfers between districts in the state) for 1888-89 through 1939-40; unduplicated headcount for all succeeding years.*

Source: Oregon Dept. of Education, Statistical Summary, January 1981, p. 3.
Note: Enrollment numbers are actual headcount, not average daily membership.

TABLE 3
ESTIMATED FULL-TIME EQUIVALENCY OF PUBLIC SCHOOL DISTRICT PERSONNEL

Position Assignment		1980-81		
		Male	Female	Total
Official/ Administrative	Superintendent and Assistants	220.3	7.2	227.5
	Principals and Assistants	1,300.8	203.9	1,504.7
	Others	544.6	267.0	811.6
	Total	2,065.7	478.1	2,543.8
Professional/ Educational	Classroom Teachers	9,702.1	12,894.8	22,596.9
	Others	1,831.5	3,440.5	5,272.0
	Total	11,533.6	16,335.3	27,868.9
All Other Professionals		253.0	484.2	737.2
Support Staff	Teacher Aides, Assistants, and Interns	195.0	3,834.1	4,029.1
	Office/Clerical Personnel	70.2	4,995.5	5,065.7
	All Other	4,657.5	4,302.7	8,960.2
	Total	4,922.7	13,132.3	18,055.0
Totals – All District Staff		18,775.0	30,429.9	49,204.9

Source: Dept. of Education, Statistical Summary, January 1981, p. 7.

TABLE 4

OREGON PUBLIC SCHOOL ENROLLMENT BY RACIAL/ETHNIC GROUP
1975 - 1980

October 1	White	Black	Hispanic	Asian/Pacific Islander	Amer. Ind./ Alaskan	Russian	TOTAL
1975	94.0%	1.9%	1.7%	1.2%	1.1%	.1%	100%
	445,333	9,091	8,342	5,586	5,081	575	474,008
1976	93.4%	2.0%	1.9%	1.2%	1.4%	.1%	100%
	443,447	9,466	8,832	5,568	6,705	689	474,707
1977	92.9%	2.0%	2.0%	1.3%	1.6%	.2%	100%
	439,596	9,611	9,442	6,260	7,356	712	472,977
1978	92.7%	2.1%	2.1%	1.4%	1.5%	.2%	100%
	436,909	9,693	9,884	6,853	7,200	835	471,374
1979	92.1%	2.2%	2.3%	1.7%	1.5%	.2%	100%
	430,256	10,020	10,748	7,932	7,311	861	467,128
1980	91.7%	2.0%	2.4%	2.1%	1.6%	.2%	100%
	425,810	9,389	11,022	9,901	7,584	893	464,599

Source: Dept. of Education, Statistical Summary, January 1981, p. 14.

TABLE 5

THE HANDICAPPED CHILD PROGRAM
(ORS 343.212 to 343.285)

HANDICAPPED CHILDREN SERVED	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80
Speech Handicapped	15,248	15,218	14,999	15,198	16,055	14,797
Deaf & Hard of Hearing	391	521	566	435	499	654
Extreme Learning Problems	14,693	18,509	17,120	16,273	19,668	20,650
Emotionally Disturbed	1,195	3,095	2,831	2,109	2,188	2,276
Crippled or Physically Handicapped	223	549	586	689	723	791
Pregnant Individuals	428	449	339	882	298	489
Blind & Partially Sighted	60	91	153	75	240	327
Educable Mentally Retarded	4,368	4,468	4,128	4,062	4,158	3,085
	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80
Total Number of Handicapped Children Served	36,606	42,900	40,722	39,723	43,829	43,069
Total Number of Special Education Teachers	962	1,095	1,476	1,543	1,611	2,120

Source: Dept. of Education, Statistical Summary, January 1981, p. 18.

Table 6
Oregon Community Colleges
1980-81

Community College	Where Located	FTE Students
Blue Mountain	Pendleton	1,513
Central	Bend	1,780
Chemeketa	Salem	6,536
Clackamas	Oregon City	3,825
Clatsop	Astoria	1,161
Lane	Eugene	9,519
Linn-Benton	Albany	5,134
Mt. Hood	Gresham	5,963
Portland	Portland	14,784
Rogue	Grants Pass	2,061
Southwestern	Coos Bay	1,770
Treasure Valley	Ontario	1,131
Umpqua	Roseburg	2,122
Treaty Oak AED	The Dalles	313
Tillamook Bay AED	Tillamook	Not Operational Until 1981
		57,612

Source: Dept. of Education

Table 7:

Oregon's Institutions of Higher Learning

Institution	Location	Headcount, Fall 1980
Eastern Oregon State College	LaGrande	1770
Oregon College Of Education	Monmouth	3129
Oregon Institute of Technology	Klamath Falls	2686
Oregon State University	Corvallis	17,682
Portland State University	Portland	16,731
Southern Oregon State College	Ashland	4710
University of Oregon	Eugene	17,379
U of O Health Sciences Center	Portland	1502
		65,589

In descending order, the estimated F.T.E. enrollments for 1981-82 are as follows for each institution, including the breakdown between lower division, upper division and graduate F.T.E. students. (The University of Oregon Health Science Center is excluded from the breakdown.)

School	Lower Division	Upper Division	Graduate	1980-81 Total (est) FTE
OSU	7138	7176	1877	16191
U of O	5940	5606	2717	14263
PSU	3636	3875	1415	8926
WOSC	1150	1053	256	2459
SOSC	2115	1329	165	3609
EOSC	898	605	61	1564
OIT	153	2179	--	2382
	21030	21823	6491	49344

Table 8: ADM in Oregon Public and Private Schools, 1975-76 to 1979-80

Year	Public School ADM K-12	Private School ADM K-12	Total ADM K-12	% Change
1975-76	457,685	23,751	481,436	-
1976-77	458,148	24,040	482,188	.2
1977-78	457,814	24,893	482,707	.1
1978-79	455,165	27,100	482,264	-.1
1979-80	450,982	27,220	478,202	-.8

Source: Oregon Education Coordinating Commission, Enrollment Trends in Oregon Education, Vol. 6, No. 1, October 1981, Salem, p.6.

TABLE 9

SUMMARY OF PRIVATE AND PAROCHIAL SCHOOL

ENROLLMENT, JUNE 30, 1981

County	Elementary Enrollment												Secondary Enrollment						Total Enrollment	Average Daily Membership		
	P	K	1	2	3	4	5	6	7	8	Ug	K-8	9	10	11	12	Ug	9-12	K-12	K-8	9-12	K-12
Baker	-	-	1	6	1	6	3	2	7	6	-	32	-	-	-	-	-	-	32	26.8	-	26.8
Benton	38	31	83	18	19	13	14	17	15	11	15	214	25	42	25	23	-	115	329	192.8	96.0	288.8
Clackamas	322	230	195	182	185	202	194	197	198	222	-	2,127	240	211	209	182	-	842	2,969	1,893.2	782.0	2,675.2
Clatsop	30	32	36	31	28	32	28	27	27	23	-	294	8	5	2	4	-	19	313	248.0	15.0	263.0
Columbia	-	33	5	4	4	3	3	3	2	6	1	64	-	-	-	-	-	-	64	54.7	-	54.7
Coos	2	30	31	24	28	27	28	26	32	7	-	235	9	7	1	1	-	18	253	219.8	5.2	225.0
Crook	70	-	8	12	8	13	6	3	6	4	-	130	6	6	-	-	-	12	142	128.0	12.0	140.0
Curry	-	-	3	2	3	3	1	4	3	2	-	21	1	1	-	-	-	2	23	17.0	2.0	19.0
Deschutes	25	136	48	41	40	37	48	34	11	21	-	441	10	-	-	-	160	170	611	425.0	121.4	546.4
Douglas	30	30	32	41	44	40	39	37	42	48	-	383	94	102	137	150	-	485	868	336.3	403.8	740.1
Gilliam	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Grant	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Harney	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Hood River	42	38	3	6	11	2	2	4	5	3	-	116	7	3	3	2	-	15	131	98.6	13.5	112.1
Jackson	-	109	122	96	104	123	111	120	149	128	33	1,090	150	136	95	64	1	446	1,536	986.4	391.6	1,378.0
Jefferson	-	-	2	1	-	1	2	1	-	1	-	8	-	-	-	-	-	-	8	7.3	-	7.3
Josephine	-	70	55	49	32	30	121	114	37	28	22	558	130	53	48	18	5	254	812	408.0	122.0	530.0
Klamath	-	43	13	5	10	8	7	4	8	6	-	104	-	-	-	-	-	-	104	89.9	-	89.9
Lake	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Lane	278	266	198	178	165	161	173	184	166	165	78	2,012	209	198	154	134	-	715	2,727	1,777.7	641.0	2,418.7
Lincoln	27	45	4	1	1	3	1	5	3	2	-	92	-	-	-	-	-	-	92	60.2	-	60.2
Linn	30	121	90	101	77	84	60	76	49	48	-	736	13	2	8	3	-	26	762	633.8	22.0	655.8
Malheur	-	-	26	26	21	21	-	-	-	-	-	94	-	-	-	-	-	-	94	85.2	-	85.2
Marion	521	781	320	259	262	288	263	219	248	252	-	3,413	286	252	212	198	-	948	4,361	2,976.1	818.4	3,794.5
Morrow	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Multnomah	524	296	628	577	571	596	604	602	543	553	152	5,646	522	466	419	360	-	1,767	7,413	5,253.5	1,555.0	6,808.5
Polk	85	123	32	25	46	36	59	54	79	79	-	618	20	20	23	29	-	92	710	543.1	88.5	631.6
Sherman	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Tillamook	46	31	17	8	7	11	13	11	6	2	-	152	3	4	7	12	-	26	178	138.0	14.0	152.0
Umatilla	-	-	31	34	30	49	39	40	44	32	-	319	9	6	-	-	-	15	334	310.2	15.0	325.2
Union	72	60	3	3	1	1	3	7	2	5	-	157	-	-	-	-	-	-	157	153.0	-	153.0
Wallowa	-	-	-	-	2	-	3	2	3	-	-	10	-	-	-	-	-	-	10	7.3	-	7.3
Wasco	18	25	20	31	21	29	23	27	1	1	-	196	-	-	-	-	-	-	196	181.2	-	181.2
Washington	412	266	344	313	298	307	326	343	343	302	-	3,254	437	424	462	352	35	1,710	4,964	2,957.0	1,496.7	4,453.7
Wheeler	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Yamhill	-	6	30	45	31	34	39	46	41	34	-	306	5	4	10	2	-	21	327	272.8	18.5	291.3
State Totals	2,572	2,797	2,320	2,119	2,050	2,160	2,213	2,209	2,070	2,011	301	22,822	2,186	1,942	1,815	1,554	201	7,698	30,520	20,480.9	6,633.6	27,114.5

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Source: Oregon Department of Education, School Finance and Data Information Services

Table 10: Private & Parochial School ADM, 1969-79 and 1980-81

Denomination	ADM 1969-70	# Of Schools	ADM 1980-81	# Of Schools
Roman Catholic	21824	88	13035.8	65
Seventh Day Adventist	3691	41	3150.4	44
Lutheran	360	3	962.3	12
Episcopal	356	1	506.6	1
Assembly of God	---	--	236.0	3
Mennonite	221	4	196.5	4
Nazarene	---	--	140.0	2
Jewish	---	--	108.0	1
Baptist	---	--	86.1	2
Friends	---	--	36.0	1
Methodist	---	--	35.0	1
Wesleyan	---	--	11.0	1
Church of Christ	168	1	-	-
Interdemoninational	979	4	238.5	1
Non Sec. - Private	198	1	828.0	18
Non-Denominational	603	6	8679.7	79
Total	28400	149	28249.9	235

Source: Department of Education

Table 11: Revenue Sources Per Pupil, by Dollars and by Percent, at Catholic Elementary Schools for 1980-81

Source	Dollars	%
Tuition and Fees	$383	40.3
Parish subsidy	443	46.6
Diocesan subsidy	--	--
Gifts and Fund Raising	$125	13.2
Other	--	--
Total	$951	100.0

Source: Archdiocese of Portland, Summary Form for National Catholic Educational Association, 1981-82.

Table 12: REVENUE PACKAGES, THE PORTLAND CATHOLIC HIGH SCHOOLS, 1973-1974

Source	Central	Jesuit	La Salle	St. Mary's Academy	St. Mary's Academy
Tuition	58.0%	48.0%	52.3%	68.0%	79.2%
Parish Assessments	17.0%	--	7.9%	--	--
Stewardship	13.0%	--	9.6%	5.0%	--
School Fund-raising	12.0%	14.6%	2.9%	8.0%	--
Order Subsidy	--	28.9%	27.3%	8.0%	20.8%
Other	--	8.5%	--	11.0%	--
Totals	100.0%	100.0%	100.0%	100.0%	100.0%

Source: Chambers, Thomas Allan, Table 31 in Financing Catholic High Schools in Portland, A Case Study, Ph.D. dissertation, March 1976, Eugene, Oregon, p.172.

Table 13: Independent Colleges in Oregon

Name Location	Founded Type Program
Colegio Cesar Chavez College Mt. Angel 97362	1973 Coed 4-Yr. Liberal Arts
Columbia Christian College Portland 97220	1947 Coed Church of Christ 4-Yr. Liberal Arts
Concordia College	1905 Lutheran, 2-Yr. Lib. Arts & Pre-Professional
George Fox College Newberg 97132	1891 Coed Quaker, 4-Yr. Lib. Arts
Judson Baptist College Portland 97220	1956 Coed Baptist, 2-Yr. Lib. Arts & Sciences
Lewis & Clark College Portland 97219	1867 Coed 4-Yr. Lib. Arts & Law, Grad. Programs in Ed. & Lib. Arts
Linfield College McMinnville 97128	1849 Coed 4-Yr. Lib. Arts & Sciences Grad. Programs in Education
Marylhurst Education Center Marylhurst 97036	1893 Coed 4-Yr. College of Lib. Arts & Sciences & Professional Programs
Mt. Angel Seminary St. Benedict 97373	1889 Men 4-Yr. College of Lib. Arts & Graduate Program in Theology
Multnomah School of the Bible Portland 97220	1936 Coed 3-Yr. Bible School
Northwest Christian College Eugene 97401	1934 Coed Christian Church (Disciples of Christ) 4-Yr. Program in Theology & Christian Ed.

Table 13 cont'd.

Oregon Graduate Center Beaverton 97005	1966 Coed Graduate Programs in Physical Sciences
Pacific NW College of Art (formerly Museum Art School) Portland 97205	1908 Coed 4 & 5-Yr. Programs in Art
Pacific University Forest Grove 97116	1849 Coed United Church of Christ (Congressional) 4-Yr. Lib. Arts & Sciences, Pre-Prof., Optometry, & Physical Therapy
Reed College Portland 97202	1911 4-Yr. Liberal Arts & Sciences, Grad. Program in Secondary Education
University of Portland Portland 97203	1901 Coed 4-Yr. Lib. Arts & Sciences, Prof. & Grad. Programs
Warner Pacific College Portland 97225	1937 Coed Church of God, 4-Yr. Lib. Arts & Sciences & Religion
Western Baptist Bible College Salem 97302	1946 Coed Baptist, 2-Yr. & 4-Yr. Bible College Pastoral & Pre-Seminary
Western Conservative Bible Seminary Portland 97215	1927 Coed Graduate Programs in Theology
Western Evangelical Seminary Portland 97222	1947 Coed Graduate Programs in Theology
Western States Chiropractic College Portland 97230	1907 Coed Graduate Program in Chiropractic Therapeutics
Willamette University Salem 97301	1842 Coed 4-Yr. Lib. Arts, Music & Theatre, Law, Graduate School of Administration

Source: Education Coordinating Commission Report 51-75, Postsecondary Education Institutions in Oregon, 1975-76, February 1976.

Table 14: Average Salaries of Full-Time Instructional Faculty for Oregon Institutions of Post-Secondary Education Compared with the Aggregate U.S., 1980-81

	Professor	Assoc. Professors	Asst. Professors	Instructors	Average All Ranks
State Universities[a]	$29,454	$22,789	$18,601	$15,103	$23,693
US Aggregate	30,555	24,102	18,782	----	25,093
State Colleges	26,341	21,384	18,426	15,158	22,366
US Aggregate	28,498	22,688	19,287	----	20,509
Community Colleges[b]	----	----	----	----	20,509
US Aggregate	26,503	23,010	18,553	----	22,560
Independent Inst[c]	27,983	21,602	17,459	13,405	21,826
US Aggregate	26,469	20,330	16,995	----	21,173

[a] Includes UO and OSU. PSU included with State colleges because it is so classified by the American Association of University Professors.

[b] Many Oregon community colleges do not classify faculty by rank. Therefore, averages by rank have been omitted from this table.

[c] Only Oregon's larger privately controlled institutions were surveyed for this report.

Source: Oregon: NCES Form 2300-3, 1980-81
US Aggregate: Faculty Salaries for 1980-81, Survey by The Chronicle of Higher Education, October 27, 1980.

Reported in Oregon Education Coordinating Commission, Teacher and Administrator Salaries in Oregon Education, 1980-81, Table 9, Vol. 5, No. 4, July 1981, Salem, Oregon.

Table 15: Average Total Compensation of Full-Time Instructional Faculty (Nine-Month Contract) For Oregon Post-Secondary Institutions Compared with National Averages 1979-80b

	Professor	Associate Professor	Assistant Professor	Instructor	All Ranks
State Universities[b]	$34,778	$26,860	$21,945	$17,835	$27,895
US Average	35,040	26,250	21,360	16,580	27,400
State Colleges	31,032	25,406	21,987	18,148	26,158
US Average	32,460	25,730	21,040	16,860	25,410
Community Colleges[c]	----	----	----	----	24,743
US Average	----	----	----	----	23,230
Independent Inst.[d]	30,044	23,702	18,848	13,830	23,508
US Average	29,640	22,370	18,140	14,540	21,950

[a] 1980-81 national averages not available

[b] Includes University of Oregon and Oregon State University. Portland State University included with State colleges because it is so classified by the American Association of University Professors.

[c] As many Oregon community colleges do not classify by rank, averages by rank have been omitted from this table.

[d] Only Oregon's larger privately controlled institutions were surveyed for this report.

Source: Oregon: NCES Form 2300-3, 1979-80
US Average: Academe, Bulletin of the AAUP, September, 1980.

Reported in Oregon Education Coordinating Commission report, Teacher and Administrator Salaries in Oregon Education, 1980-81, Table 15, Vol. 5, No. 4, July 1981, Salem, Oregon.

Table 16: Average Salaries and Total Compensation
In Selected Independent Institutions[a] 1980-81

	Professors		Assoc Professors		Asst Professors		Instructors	
	Average Salary	Total Comp	Average Salary	Total Comp	Average Salary	Total Comp	Average Salary	Total Comp
George Fox	$21,418	$26,600	$18,515	$22,408	$15,611	$17,878	$13,125	$14,406
Lewis & Clark	32,599	38,390	23,432	28,331	19,161	22,383	----	----
Linfield	24,213	28,100	21,090	24,272	16,639	19,363	13,650	14,960
Reed	30,412	36,336	22,873	27,496	18,934	22,364	----	----
U of Portland	21,886	28,074	20,409	25,243	17,365	20,875	13,050	14,614
Willamette	28,228	33,448	21,639	26,228	16,604	20,005	14,500	17,480
Average Fringe Benefits		$5,510		$4,619		$3,271		$1,556
Average All Ranks		$4,338						
Percentage of Total Compensation		16.6%						

[a] Only Oregon's larger privately controlled institutions were surveyed for this report.

Source: NCES Form 2300-3, 1980-81
Oregon Education Coordinating Commission, Teacher and Administrator Salaries in Oregon Education, 1980-81, Table 14, Vol. 5, No. 4, July 1981, Salem, Oregon.

Table 17: Independent College Data for PESIC, 1981-82

	1981-82		1982-83		1981-83	
	FTE	Operating Support at $550	FTE	Operating Support at $550	FTE	Operating Support at $550
Concordia	65	$ 35,805	74	$ 40,915	139	$ 76,720
George Fox	240	132,049	274	150,496	514	282,546
Good Samaritan Hospital	146	80,284	164	90,052	310	170,335
Lewis & Clark	384	211,249	430	236,516	814	447,766
Linfield	311	171,265	342	188,315	674	359,579
Marylhurst College	96	52,695	111	61,226	207	113,921
Mt. Angel Seminary	11	5,896	13	7,123	24	13,019
NW Christian College	45	24,954	49	26,813	94	51,766
Pacific NW College of Art[b]	73	40,144	80	43,857	153	84,002
Pacific University	202	110,820	242	133,133	444	243,952
Reed	112	61,375	126	69,591	238	130,966
University of Portland	551	303,314	607	333,850	1,158	637,164
Warner Pacific	60	33,011	65	35,651	125	68,662
West States Chiropractic	19	10,851	25	13,640	44	24,491
Willamette	343	188,777	375	206,134	718	394,911
Total	2,659	$1,462,489	2,977	$1,637,312	5,636	$3,099,800
		+ 100		+ 100		+ 100
		$1,462,589[a]		$1,637,412[a]		$3,100,000[a]

[a] Three schools have dropped out of the program: Columbia Christian, Judson Baptist, and Western Baptist. They were eligible for $173,591 for the biennium but this amount was deferred for distribution until 1982-83 by the Emergency Board pending review of a possible State revenue shortfall.

[b] Formerly Museum Art School

Source: Oregon Education Coordinating Commission, Education Finance and Policy--1981-83, Vol. 6, No. 2, November 1981, Table 11 (from data prepared by State Scholarship Commission), Salem, Oregon.

FOOTNOTES

1. Executive Department Econometric Model, June 1982, forecast for second quarter 1982 employment.
2. See Pierce, Garms, Guthrie & Kirst, State School Finance Alternatives, Center for Educational Policy & Management, University of Oregon, Eugene, May 1975, p. 12.
3. Oregon State Board of Higher Education, Fifty Years of Coordinated Growth, 1929-1979, p.1.
4. These agencies, boards, and commissions are shown on Chart 1: Oregon's State Education Structure (Executive Branch), pg. of this report
5. State of Oregon, Oregon Blue Book, 1981-82, p.52.
6. ORS 326.081.
7. Appendix A shows an organization chart for the Department and describes the functions carried on by that agency.
8. ORS 348.715
9. Oregon Blue Book, pp. 50-51.
10. Ibid, p.54
11. Ibid, p.40
12. OLSEN V. STATE EX REL JOHNSON, 276OR9 (1976).
13. For example, Lincoln County Unit covers all of Lincoln County; the Klamath County Unit excludes the city of Klamath Falls. Table 1 shows a comparison of Oregon school districts by type and size. The ADM column refers to the average enrollment -- Average Daily Membership regular. ("Regular" signifies that the figure does not have a special weighting for high school students.)
14. Table 2 shows enrollment (actual headcount, not ADM) and numbers of districts over time.
15. Table 3 shows the estimated full-time equivalent of school district personnel for 1980-81 by position assignment, for the state.
16. The goals of the primary and secondary education sector are stated in the Department of Education's Administrative Rules (OAR 581-22-201), reproduced in Exhibit 1 on the following page.)
17. The elementary/secondary system's goals and objectives cover a wide, diverse population. Total enrollments and average daily memberships have been shown, but not the composition of the student population. Table 4 shows the racial/ethnic mix of students in Oregon's public schools from 1975 to 1980. Students are predominantly white, but the largest increase has been in the Asian/Pacific Islander category.

Public schools also have students needing special education; Table 5 shows the number of handicapped children served. From 1974-75 to 1979-80, the number increased from 36,606 to 43,069 -- a 17.7 percent increase. Total enrollments over that period decreased 0.6 percent.

18. Appendix B provides a brief chronological history of regional education service agencies in Oregon.
19. ORS 334.005
20. Appendix C lists the types of services offered in some representative ESDs.
21. Table 6 shows the locations of each community college and AED, as well as the number of students enrolled.
22. ORS 341.009 (1)
23. John Anthony, presentation to FORE, July 8, 1981
24. ORS 341.009 (7) and (9)
25. Appendix D contains an organization chart for Chemekta Community College, which is a fairly typical example.
26. The names, locations and student enrollments of these institutions are listed on Table 7.
27. Objectives, Oregon State System of Higher Education, Office of the Board of Higher Education, January 27, 1981.
28. Department of Higher Education, Chancellor's Office.
29. These guidelines are lengthy, thus only one example, for Portland State University, is reproduced in Appendix E.
30. Appendix F includes organization charts for the Department of Higher Education, the University of Oregon and for Western Oregon State College. A layperson may find the task of understanding the titles and functions of university personnel to be difficult at first, but soon learns that the Provost, for example, is not a "superintendent, official in charge" -- or jailer, but is "an administrative official dealing chiefly with faculty, curriculum, etc."
31. Enrollments (headcount and F.T.E.) are shown on Table 7.
32. According to Education Coordinating Commission compilations
33. specified in ORS 345.505 through 345.585
34. Table 8 shows the Average Daily Membership (ADM) in Oregon reported for public and private schools for recent years. Table 9 shows a summary of private and parochial school enrollment and average daily membership, by grade level, for 1980-81. This table breaks out the number of pre-school enrollments, which account for a significant number of Oregon's private schools.

35. Table 10 compares the private and parochial school average daily membership, by denomination, for 1969-70 compared to 1980-81.
36. Chanbers, Thomas Allen, Financing Catholic High Schools in Portland, Oregon: A Case Study, Ph.D. dissertation, University of Oregon, Eugene, Oregon, March 1976, p.1.
37. See Table 10
38. The Oregonian, a series on education by Huntly Collins, July 12-14, 1981
39. Ibid.
40. Ibid.
41. Nordin and Turner, "More Than Segregation Academies: The Growing Protestant Fundamentalist Schools, Phi Delta Kappan, February 1980, p.392.
42. Data is reproduced in Appendix H.
43. Maeroff, Gene, "Private Schools Look to Bright Future", New York Times, January 4, 1981.
44. Dr. Donald Fouts, Oregon Independent Colleges Association
45. See Tables 14 and 15
46. As reported by the Oregon Education Coordinating Commission, Education Finance and Policy--1981-83, Vol. 6, No. 2, November 1981, Salem, Oregon. Table 17 shows the amounts to be distributed by institution for the 1981-83 biennium.